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ABSTRACT

This report provides an agenda suggested by the Council on Early Childhood Development to guide the new Interagency Advisory Committee for Early Childhood Development and Education in its efforts to improve the lives of children and families in Maryland. Discussion of the current state of children's services in Maryland is followed by a consideration of projected improvements in those services. Emphasis is placed on expanded public awareness and support, restructured priorities, and increased funding. The council recommends that: (1) data about children's programs and services be collected and reported annually by the Interagency Advisory Committee; (2) additional funding be allocated to provide prekindergarten education programs; (3) Head Start, the State Department of Education, local school systems, and other agencies develop cooperative workshops and seminars to train program and service providers, teachers, supervisors, and administrators in developmentally appropriate practices; (4) the Committee foster coordination among public and private agencies and organizations; and (5) the Committee initiate and support appropriate legislation to improve the lives of young children. Appendices include Maryland Senate Bill 258, which established the Interagency Advisory Committee for Early Childhood Development and Education, a list of programs and services for children, a description of the Standards for Implementing Quality Prekindergarten Education, and a review of legislation that concerns early childhood development. (GLR)

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COUNCIL ON EARLY CHILDHOOD DEVELOPMENT

FINAL REPORT
JUNE 1990

[redacted]

Submitted by
Sally Michel, Chairperson

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Executive Summary

The continuing interest of Maryland families, citizens, educators, child care advocates, and policy makers in the needs of the under-six population has been in the forefront of deliberation by the Council on Early Childhood Development over its three year's existence. Maryland is still faced with a shortage of child care. Some jurisdictions are able to deal with rapid growth and demands for quality care, while others have large numbers of children whose needs are not being met. Comprehensive services that meet the year-round, full-day needs of children and families have become a major focus that will continuously need attention. There is now positive dialogue among members of the early childhood community and little debate about which issues and problems need to be resolved.

For three years 15 members of the Council on Early Childhood Development met monthly to discuss problems and issues confronting Maryland's youngest citizens. The members represented a wide range of child care providers, child care advocates, educators, parents and legislators, representing local school systems, colleges, state agencies, Head Start, private organizations, and child care centers.

In 1989 the Council recommended the appointment of an Interagency Advisory Committee for Early Childhood Development and Education. Legislation was passed during the 1990 session to form this group. The Council has made the following recommendations to guide the initial deliberations of the new committee:

1. We recommend that, beginning in 1991, data about children's programs and services be collected and reported annually by the Interagency Advisory Committee for Early Childhood Development and Education.

2. We recommend additional funding be allocated to provide prekindergarten education programs for all four-year-old children living in the attendance area of Chapter I eligible schools and to meet the child care needs of young children.

3. We recommend that Head Start, the State Department of Education, local school systems, the Maryland Committee for Children, Inc., among others, develop cooperative workshops and seminars to train program and service providers, teachers, supervisors and administrators in developmentally appropriate practices for young children.

4. We recommend the continued support and use of the *Standards for Implementing Quality Prekindergarten Education* for all four-year-old programs.

5. We recommend that, when appropriate, child care facilities be a part of all new public building and remodeling projects, including new public school construction.

6. We recommend that the Interagency Advisory Committee for Early Childhood Development and Education foster coordination among public and private agencies and organizations.

7. We recommend that the Interagency Advisory Committee for Early Childhood Development and Education initiate and support appropriate legislation to improve the lives of young children.

8. We recommend that the Interagency Advisory Committee for Early Childhood Development and Education work with child care trainers, advocates, and providers; the Maryland Child Care Resource Center Network; and higher education administrators and faculties to address the training, personnel needs, and salary inequities of child-care workers.

9. We recommend that the chief executive officer of each local jurisdiction appoint a new panel or designate an existing committee as the Local Interagency Advisory Committee for Children by September 1990.

INTRODUCTION

What Is the Council on Early Childhood Development?

For three years 15 members of the Council on Early Childhood Development met monthly to discuss problems and issues confronting Maryland's youngest citizens. Members included a wide range of child care providers, child care advocates, educators, parents and legislators who represented local school systems, colleges, state agencies, Head Start, private organizations and child care centers.

The Council was formed as a result of legislation passed in 1987. (A copy of House Bill 1304 is included in Appendix A of the Council's 1989 Interim Report.) Legislators were concerned about the increasing pressure on public and private agencies to expand programs for the increasing number of children who have working mothers. At that time, the legislature noted there were nearly 300,000 children in Maryland under the age of six whose mothers worked outside the home.

The Council on Early Childhood Development was created to address this and other early childhood issues. House Bill 1304 set the parameters for Council membership and staffing and charged the Council to:

1. Review the expansion of early childhood education programs in Maryland, including the development of public preschool programs;

2. Ensure that existing child care delivery systems are taken into account in the development of public preschool programs;

3. Develop methods to evaluate and monitor public preschool programs in order to ensure that public preschool programs conform to early childhood education standards;

4. Promote and encourage early childhood education in the state.

During the past three years ideas changed and blended together as the group studied the problems and issues of providing services for children under age six. The Council met with child care providers, program administrators, early childhood specialists, representatives from state agencies that provide services to children and families, and advocacy organizations. Members read reports and papers from state, local and national groups and agencies, and collected data about the number of children in early childhood programs. As a group, the Council visited several schools and day care sites to observe and gain firsthand information about a variety of programs for young children. The Council also looked at the makeup of state and local councils and committees with responsibilities for children's programs and services and studied the problems of providing child care.

Gradually the need to form a structure to provide better services for all children began to emerge. Such a structure must encompass comprehensive needs, including educa-

tion, child care, health and nutrition, social services, parental involvement, among others. Other issues—such as training, inadequate salaries of child care workers, and the need for collaboration— require long-term remedies and interagency partnerships.

The first step in setting up a structure to provide comprehensive planning and interagency partnerships will be the appointment of the Interagency Advisory Committee for Early Childhood Development and Education, established by legislation during the 1990 session with the support of Governor William Donald Schaefer. (For a copy of Senate Bill 258, see Appendix A.) This report sets an agenda to guide the new Advisory Committee in improving the lives of children and their families.

We are entering a new era of collaboration and cooperation among the providers of services for children. (For a comprehensive list of services and programs for children, see Appendix B.) Innovative programs that tap the resources of different agencies and organizations are already operating across Maryland. By coupling the excitement and energy that already exist with innovative ways to improve access, Maryland can improve the lives of all children.

Setting the Context

Society often claims that children are our vital resources and that their care is one of its most important functions. We know that money spent on programs for children during their formative years pays huge dividends in the future. And yet services for preschool children are inadequately funded year after year, educational programs in school settings serve only a portion of the eligible population, and few private or public agencies seem able to pay the real costs of quality child care.

The gulf between where we are now with early childhood programs and services and where we should be can be narrowed with new emphasis, expanded public support, and increased funding.

What Is ?

Dedicated advocates and providers of early childhood programs touch and improve the lives of about 185,000 children under age six in Maryland. However,

- More than 200,000 children are not enrolled in early childhood programs or served in licensed day care facilities and homes and many of these children are at risk.
- Half-day Head Start, prekindergarten, and kindergarten programs often cannot accommodate children of working parents who need transportation and full-day (7 a.m. to 6 p.m.) child care services.
- Although a new Secretary for Children, Youth and Families has been charged with coordinating services for all children, until the 1990 legislative session no single entity at the State level had authority and responsibility for children under age six.
- Existing child care facilities and family day care homes do not have enough slots for working families. The entry of more parents with young children into the workforce will put an even greater strain on current child care facilities.
- Child care must now be provided for children of welfare clients to enable them to meet new federal requirements.
- The under-funding of programs for children at risk results in a drain on society as these children mature.

A few local and regional areas have coordinated services among education, health, and social service agencies beyond the Head Start program. However,

- Cooperative partnerships vary considerably among jurisdictions. Partnerships should include local school systems, health agencies, social services, federal programs, non-profit organizations, the new Regional Child Care Resource Center Network, and child care services.

- The quality of services across Maryland varies, depending on the level of commitment and available resources from local government and the community.

- Support services such as dental and medical care are almost nonexistent outside of Head Start.

- Linkages among public and private early childhood programs, such as the Extended Elementary Education Program, and social services and health agencies are weak or nonexistent.

Early childhood development standards are available to delineate components of quality preschool programs to ensure that appropriate developmental practices are used. However,

- Accountability components are not a part of many early childhood programs.

- Staff training in developmentally appropriate practices is not available for most child care personnel.

- Appropriate methods for program and individual assessment have not been implemented.

Salaries and benefits for public school teachers of early childhood education have improved in many jurisdictions. However,

- Child care providers continue to subsidize child care by being paid menial salaries. In 1988, the average public school teacher salary in Maryland was $30,700, while the average salary for a child care director was $14,733 and for senior child care staff, $10,711.

- Low salaries and non-existent benefits result in up to 50 percent staff turnovers at Maryland child care centers each year.

Proposed child care regulations set minimum standards to ensure the safety and well-being of children. However, the new regulations do not establish standards for quality of programs in child care settings.

A Vision of What Can Be

The public will have increased awareness of and responsibility for the needs of young children and their families. This awareness will be reflected in higher priorities in budgeting for children's programs in the public and private sectors.

Quality early childhood programs will be available for every child and family. Because funds and resources are scarce, children in each political subdivision with the greatest needs and at greatest risk will be served first.

A structure designed to meet the year-round, full-day (7 a.m. to 6 p.m.) comprehensive needs of children and their families will be in place in each local jurisdiction.

Increased funding from state, local and federal governments, and private sources will be used to support early childhood programs and to increase salaries for child care workers.

The *Standards for Implementing Quality Prekindergarten Education* will be used in prekindergarten classrooms in every local school system in the state.

The State will establish a system of accountability that ensures developmentally appropriate practices and provides a basis for data collection. Data will be compiled from various sources, including the State Departments of Education and Human Resources and the Maryland Child Care Resource Center Network. The system will be reviewed periodically to ensure it meets the needs of a changing society.

Training in developmentally appropriate practices will be available to child care personnel, including administrators and supervisors, throughout the State at community and four-year colleges, the Maryland Child Care Resource Center Network, and other agencies and organizations.

The Interagency Advisory Committee for Early Childhood Development and Education will coordinate State policy and interagency practices related to early childhood development and education.

The Maryland Child Care Resource Center Network will provide information, coordination and support to child care delivery providers, thereby improving their delivery of services.

Partnerships forged among providers of programs and services through local interagency advisory committees will increase collaboration and coordination among agencies and service providers. Local committees will use the Regional Child Care Resource Center Networks to strengthen these partnerships.

Quality child care will be available to meet the needs of the workforce and welfare recipients.

Early intervention for children at risk will prepare students for school and significantly reduce dropout rates and expenditures for welfare and corrections.

Support services—such as social services, nutrition, dental and health care—will be available to children who cannot afford them.

Funds and technical assistance will be available to promote the use of new instructional technologies for children and staff.

Local and state advisory committees will promote an expanding role for the business community in child care.

Quality of life will be improved for children and their families.

Recommendations for Action

The following sections include the conclusions and recommendations of the Council on Early Childhood Development that evolved after three years of study and deliberation. The recommendations are the Council's suggested agenda for the new Interagency Advisory Committee for Early Childhood Development and Education.

There is little debate about the issues and problems that need resolution in the area of early childhood development. Maryland is still faced with a shortage of child care, differences of scope and availability of services among jurisdictions, unmet needs of children at risk or with handicaps, and a lack of comprehensive services that meet the year-round, full-day (7 a.m. to 6 p.m.) needs of children and their families.

While it is impossible to foresee every new turn or direction society may take, the Council has envisioned a structure that can adjust to new issues and changes. In addition, the Council through its recommendations has identified key issues that affect the way children are served in the future.

In this section, the Council has made recommendations to move Maryland toward its vision of what can be for children under the age of six and their families. Background information, included with each recommendation, briefly describes reports and information the Council has received the past three years. Many of the issues raised and recommendations made by the Council in the interim reports are still unresolved. These issues are included in the recommendation section along with notations of progress made in the past three years toward their resolution.

One of the most important steps taken by the Council was the creation of the Interagency Advisory Committee for Early Childhood Development and Education during the 1990 legislative session. The recommendations in the Council's final report are designed to guide the initial deliberations of the new Committee to allow continuity between the two groups.

Before the Council proposed the establishment of the Interagency Advisory Committee for Early Childhood Development and Education, members looked at the various organizations, committees and councils coordinating and governing children's programs and services at the state level. For each group identified, the Council collected information about the targeted population, mandated responsibilities, how the group was established, its membership, and how it was funded and staffed. These attributes were taken into account in determining the parameters and membership of the new Advisory Committee.

The legislature agreed that an Interagency Advisory Committee was needed to encourage coordination among agencies and to ensure quality programs for young children. With the support of Governor William Donald Schaefer, Senate Bill 258 was passed in 1990 establishing the Interagency Advisory Committee for Early Childhood Development and Education, effective July 1, 1990.

The new Advisory Committee will consider many of the issues discussed by the Council. Problems of providing quality, affordable child care, meeting comprehensive needs, and supporting early intervention programs are not easily solved. Through public awareness, resetting of priorities, and an emphasis on collaboration, solutions can be found.

Members of the Advisory Committee will represent a cross section of providers and advocates of children's programs. Like the Council, the Committee will have representatives from the State House and Senate; the Maryland State Department of Education; the Office for Children, Youth, and Families; parents; Head Start; a private day care center; public school teachers and administrators; colleges; and a child care advocacy group. New members include representatives from the Departments of Human Resources and Health and Mental Hygiene, nursery schools, family day care, the Infant and Toddler Program, the business community, local government, and the Maryland Child Care Resource Center Network. Because of the overlap of membership and tasks, it may be advantageous to reappoint some members of the Council to the new Advisory Committee.

In addition to the recommendations in this report, the Advisory Committee has been charged legislatively with the responsibilities to:

- Promote and encourage early childhood education in the State.
- Ensure that existing private and public child care delivery systems are taken into account in the development of public preschool programs.
- Develop methods to evaluate and monitor preschool programs in order to ensure that they conform to developmentally appropriate early childhood education standards.
- Recommend criteria and procedures for the distribution of early childhood development funds to the 24 local subdivisions.
- Publish annual reports of data in education and child care programs and services collated from data collected by other private and public agencies.
- Urge the chief executive officer of each local jurisdiction in the state to appoint a new panel or designate an existing committee as the Local Interagency Advisory Council.
- Encourage each Local Interagency Advisory Committee to plan for comprehensive services for children.
- Provide technical assistance and support to local councils for comprehensive planning.
- Maintain communication with Maryland's Special Secretary for Children, Youth, and Families and with other child related committees.

The Council believes that the recommendations in this section are realistic and attainable. We also agree that investments made in providing quality programs and services to our youngest citizens will pay significant dividends in the future. Everyone, including families, the business community, workers, and taxpayers, will benefit from the concerned care society gives to all young children.

Recommendation No. 1: We recommend that, beginning in 1991, data about children's programs and services be collected and reported annually by the Interagency Advisory Committee for Early Childhood Development and Education.

A systematic data reporting system is vital for statewide comprehensive planning. While this responsibility is part of the Advisory Committee's charge, the Council agrees it should be emphasized in a separate recommendation.

Data for many programs and services are already collected by state agencies and organizations. The Maryland State Department of Education, for example, collects information about educational programs operated by the local school systems. LOCATE, operated by the Maryland Committee for Children, Inc., provides information about family and center-based child care. Data are also available from the Department of Human Resources, the Department of Health and Mental Hygiene, Head Start, and the Infant and Toddler Program, among others. Collaborative data collection is already occurring and should not be duplicated. The Committee should work closely with the Office for Children, Youth and Families in collecting information about children of all ages. Every year, data specifically targeted for young children should be collated, analyzed, and disseminated to provide a basis for policy decisions.

During the first two years of activity, the Council pulled together information and data from the sources listed above. Comparisons of enrollment data were made with population estimates by jurisdiction to show discrepancies of services across the state. In addition, projections of the expected increases and decreases of the under-six population were illustrated. Finally, indicators were selected to gauge the ability of local jurisdictions to provide adequate child care programs for children.

The Council found needs for additional educational and child care services in every jurisdiction. Even though growth in the under-six age group is projected to taper off after 1995, several jurisdictions will have significant increases in this age group. The Council agrees that each jurisdiction should study the demographics and needs of its residents in making plans for comprehensive services for children. (A complete discussion of the Council's findings are included in the 1989 Interim Report.)

The publication of data and information will increase the public's awareness about the problems and issues of providing children's programs and services. In addition, a dependable data source is a useful tool in convincing public officials to support children's programs.

Recommendation No. 2: We recommend additional funding be allocated to provide prekindergarten education programs for all four-year-old children living in the attendance area of Chapter I-eligible schools and to meet the child care needs of young children.

The Council has supported and strongly advocates full funding of the State's Extended Elementary Education Program (EEEP). In fiscal year 1990, an additional $3.3 million was included in the budget that resulted in 55 new EEEP sites in Maryland. During the most recent legislative session, an additional $2.1 million was allocated for 35 additibnal EEEP sites across the state. The total funding for EEEP in FY91 is $9,019,861 for 166.5 sites. The Maryland State Department of Education has estimated the need for 612 sites to serve children in Chapter I eligible schools. In FY89, about 13 percent of the need was met; in FY90, about 21 percent; and in FY91, about 27 percent.

The Council recognizes the important role Governor William Donald Schaefer has played in expanding the EEEP program the past two years. The finance committees of both houses have also been strong supporters of this program.

Many of the children served by EEEP may also be eligible for the federally-funded Head Start program. Recognizing the overlap of targeted populations and program content, collaboration efforts are underway among representatives of the Maryland State Department of Education, the Head Start Regional Office, and local Head Start administrators. Plans are being made to share in similar activities, such as recruitment and community and family needs assessments. The two programs may also collaborate on training and staff development.

Since EEEP programs are two and a half hours maximum and Head Start programs are half-day, there is an urgent need for child care for children of working parents. The programs do not meet families' needs for full-day child care. In regard to new Head Start legislation, a debate has arisen over whether to provide full-day care through a wrap-around approach or through comprehensive full-day programming. Local Advisory Committees will also be faced with these alternatives in planning comprehensive programs. Whichever method is adopted at the federal or local levels, full funding of programs for children at risk should be accompanied by the provision and funding of appropriate child care.

Recommendation No. 3: We recommend that Head Start, the State Department of Education, local school systems, the Maryland Committee for Children, Inc., among others, develop cooperative workshops and seminars to train program and service providers, teachers, supervisors and administrators in developmentally appropriate practices for young children.

Training for people who work with children is available on an ad hoc basis throughout the state. Local school systems provide teachers and administrators with in-service

training, national and state organizations sponsor workshops and seminars, community colleges and four-year colleges have programs and classes in early childhood development, and the Maryland Committee for Children, Inc. has training programs for family and center-based child care providers.

Additional training for early childhood personnel is already being planned. Currently, representatives from the Maryland State Department of Education, the Maryland Committee for Children, Head Start, and the Council are planning a Conference on Early Childhood Development for October 26, 1990. The conference will focus on comprehensive early childhood development policies, programs, and practices. Emphasis will be placed on integrating education, care and support components to ensure comprehensive programs and services for all children. Also, the need for articulation and continuity within and across early childhood programs will be highlighted. Finally, the development, implementation, and evaluation of developmentally appropriate standards and practices will be addressed.

Conference participants will include child development specialists, advocates, and workers from all over the state. The Council encourages the collaboration of groups to plan similar conferences on a regular basis.

A major function of the new Maryland Child Care Resource Center Network will be the planning and coordination of training for parents and child care providers. Classes and seminars for child care providers will focus on the elements of quality child care programs, including management, program curriculum, and teaching techniques.

The Statewide Child Care Resource Center Network is designed to provide start-up and ongoing training and technical assistance to the regional child care resource centers. Similarly, the Advisory Committee, in conjunction with the Maryland State Department of Education, will work with local school systems in providing training and staff development for early childhood personnel. Local jurisdictions will be encouraged to work together in designing and implementing seminars and workshops.

Recommendation No. 4: We recommend the continued support and use of the *Standards for Implementing Quality Prekindergarten Education* for all four-year-old programs.

The Council strongly supports the adoption and use of the *Standards for Implementing Quality Prekindergarten Education*. (For a description of the Standards see Appendix C.) The Standards were officially adopted by resolution of the State Board of Education on July 26, 1989. Copies of the Standards have been distributed by the State Department of Education to every local school district. Every early childhood supervisor, principal, and teacher in the public schools should have a copy of the standards.

While the standards were developed specifically for the Extended Elementary Education Program (EEEP), the Council believes that sections defining developmentally appropriate practices in early childhood programs would be useful to a larger audience. Child care personnel in training programs offered through the Maryland Child Care Resource Center Network and other organizations would benefit from a better understanding of teaching methods found in the standards.

Maryland has been a leader in the nation in the development of standards for prekindergarten education. The Council commends this work and encourages local school systems to implement fully the Standards for prekindergarten education.

Recommendation No. 5: We recommend that, when appropriate, child care facilities be a part of all new public building and remodeling projects, including new public school construction.

The availability of child care at the workplace alleviates a major stumbling block for parents who work outside the home. Finding quality child care that is also affordable is very difficult for most families with working parents. Studies have shown that on-site child care facilities improve attendance rates of workers with young children. Parents also can be more actively involved in their child's care because of close proximity to child care facilities.

Child care facilities in public schools also would benefit working parents. Some parents now cannot take advantage of half-day preschool and kindergarten programs because their children need full-day care. The Council is not suggesting school systems take on child care responsibilities; child care programs at public schools should be operated by private contractors working closely with school administrators.

Recommendation No. 6: We recommend the Interagency Advisory Committee for Early Childhood Development and Education foster coordination among public and private agencies and organizations.

The membership of the Interagency Advisory Committee for Early Childhood Development and Education is designed to tap the resources of most agencies and groups responsible for children's programs and services. However, it will be important to be receptive to new ideas coming from groups not directly involved with the Advisory Committee and from other segments of society.

The Council found at least five statewide councils and committees directly charged with services and programs for children. Some of these groups work with specific populations, such as the Infant and Toddler Program, which oversees programs for children birth through two years of age who are developmentally delayed. The School Age Child Care Network was formed to assist local jurisdictions in the development of the delivery of before- and after-school child care services for children who are at least four years old but not more than 14 years old. The State Advisory Committee of the Office of Children, Youth, and Families examines public and private programs and services for all children under the age of 18. The State Coordinating Council of the Office of Handicapped Individuals works with local councils in the residential placement of children from birth to 21 years of age.

Other councils and commissions are studying issues that directly impact young children. The Task Force on Early Learning Years, established by the State Department of Education, will soon be developing recommendations concerning school organization patterns, school climate, curricular offerings, instructional delivery systems, assessment, and home/school cooperation for programs serving children ages four through nine. Other groups, such as the Governor's Commission on School Performance and the Commission for Students at Risk, also have been looking at the needs of children. In addition, part of the *Strategic Plan for Success for All Students* from the State Department of Education will be targeted to young learners. Recommendations of these groups will directly affect the planning of both the State and Local Interagency Advisory Committees.

In addition to maintaining communication with the various groups involved in programs and services for children, the Advisory Committee should encourage agencies to work together in serving each child. Assessments of community and individual needs should be shared among agencies through the use of universal forms that meet the needs of agencies and clients. Collaboration among agency programs have proven to be an effective way to provide for comprehensive needs of children and their families. These kinds of programs can also raise public awareness and increase support for children's initiatives in the legislature.

Recommendation No. 7: We recommend that the Interagency Advisory Committee initiate and support appropriate legislation to improve the lives of young children.

During the past three years, the legislature has passed a variety of laws affecting children and their families. In the area of child care, legislation was enacted and regulations written to ensure the safety and well being of children in child care homes and centers. The growing concern about "latch-key" children resulted in the passage of a law requiring each local jurisdiction to develop a plan for the delivery of before-and after-school child care services for children between the ages of four and 14.

During the 1990 session, the legislature passed several laws that will affect the lives of children. In addition to legislation creating the Interagency Advisory Committee for Early Childhood Development and Education, a law was passed to reorganize the Office for Children and Youth and change its name to the Office for Children, Youth and Families. Descriptions of other legislative actions are included in Appendix D of the 1989 Interim Report and Appendix C of this report.

Both Governor Schaefer and the legislature have been supportive of the Council and its work. Legislative and budgetary support of children's programs and services reflect a commitment to improve the lives of children and their families.

The new Interagency Advisory Committee should continue to work with legislators and other groups to initiate legislation needed to provide quality programs for children. The Committee should also be active in the budget process of every agency providing services for children. One of the issues to be confronted as the Extended Elementary Education Program expands is moving from site-based funding to a more comprehensive strategy. In order to be an advocate, the Advisory Committee must be willing to set priorities and develop reasonable agendas.

Recommendation No. 8: We recommend the Interagency Advisory Committee work with child care trainers, advocates and providers; the Maryland Child Care Resource Center Network, and higher education adminstrators and faculties to address the training, personnels needs, and salary inequities of child care workers.

During the past year, the Council studied sources of funding for child care, the start-up and operational costs of family and center-based child care, current salaries of child care workers, and the relation of cost to quality. The Council also looked at a sample budget for a model child care center that accepted infants and paid more equitable salaries.

The costs of full-time family day care in Maryland in 1989 ranged from $15 to $200 per week. Full-time fees for center-based day care ranged from $20 to $180 per week. The state average for full-time child care of children under the age of six is $73 per week or $3,804 per year.

The average family day care provider in Maryland made about $9,300 a year in 1989. The average salary for teachers in child care centers ranged from $7,823 to $10,711. Directors and owners earned, on the average, $15,000.

The result of low salaries and income is an increasing turnover rate among child care employees. The annual turnover rate of child care providers at centers nationally ranged from 36 to 62 percent. This compares with turnover rates for elementary and secondary teachers of about nine percent. Workers report they cannot risk the welfare of their own families by staying in child care jobs.

Studies have shown that quality programs have significant benefits for disadvantaged children in terms of success in school and in later life. Although the data are not as compelling for children from more advantaged families, quality environments for young children appear to be related to improved cognitive and social development for all children.

Two recent studies examined the relationship between cost and quality in child care. One researcher found that, while quality was related to overall cost, total cost in and of itself was not a very good predictor of quality. However, the proportion of cost spent on staff was found to be directly related to quality. It appears that high cost does not necessarily guarantee quality, but quality does cost.

Many families cannot afford current child care expenses, much less absorb the costs of higher salaries. In Maryland, the average family now pays about $270 a month for center-based care for each child. The average tuition in the model center described above was $475 per month, leaving a gap of over $200 a month between reality and a model that provides more equitable salaries.

Providing quality child care is not an easy task. The Maryland Committee for Children has a Salary Task Force that focuses on the problems of low salaries and incomes of child care workers. The Maryland legislature has held statewide hearings about the conflict between affordable child care for families and equitable salaries for workers. A vital task of the Interagency Advisory Committee will be to forge a partnership with parents, the business community, and government to provide child care that has the attributes of affordability, availability, and quality. (The Council's study on Quality Child Care is available from the Maryland State Department of Education, Division of Instruction, Early Learning Section.)

Recommendation No. 9: We recommend that the chief executive officer of each local jurisdiction appoint a new panel or designate an existing committee as the Local Interagency Advisory Committee for Children by September 1990.

The Council believes that Local Advisory Committees, similar in make-up to the State Advisory Committee, are needed to oversee public and private children's programs and services in each jurisdiction. Each jurisdiction is expected to set priorities based on community need. The Council has outlined specific responsibilities for the Local Advisory Committees:

- Prepare an inventory of services available in each subdivision, including public prekindergarten programs, Chapter I preschool, Head Start, family and center-based child care, health care, parent counseling, among others.

- Prepare a comprehensive plan for integrating programs for children that meet the year-round, full-day (7 a.m. to 6 p.m.) needs of both children and parents.

- Determine appropriate locations and facilities for comprehensive early childhood and education programs.

- Use the Planning Guide developed by the Council for developing and evaluating prekindergarten programs.

- Coordinate activities with other community groups or county/city offices involved in early childhood programs and services.

Before designing the Local Advisory Committees, the Council collected the same information about local committees overseeing children's programs and services that was collected for statewide groups. (A description of a sample of local committees was included in the 1989 Interim Report.) Most local jurisdictions were found to have committees or councils that are responsible for coordination and oversight of children's programs. In order to meet EEEP funding requirements, for example, almost every jurisdiction has designated a new or standing committee as a Local Interagency Advisory Committee to coordinate early childhood education programs and child care services that meet the comprehensive needs of children and families. Some of the responsibilities of the EEEP councils overlap those of the Local Advisory Committees. The chief executive officer may choose to designate an existing committee to serve as the Local Interagency Advisory Committee if the membership is similar in makeup to the State Advisory Committee.

Recommendation No. 10: We recommend that Local Advisory Committees develop comprehensive plans by July 1, 1991, that meet the year-round, full-day needs of children and their families.

A primary task during the Council's last year of operation was to look at models of comprehensive plans and develop a framework for designing early childhood programs. Representatives from Anne Arundel, Frederick, Prince George's and Washington counties shared with the Council progress made toward comprehensive programming for young children in their counties. The Council also met with a representative of the Pennsylvania Department of Education, who described the department's efforts in comprehensive planning. At the same time the Council viewed a video that described in detail a comprehensive program for children operating in Farrell County, Pennsylvania. In addition, the Council studied the Head Start Program Performance Standards and the National Association for the Education of Young Children's publication on Developmentally Appropriate Practices in Early Childhood Programs Serving Children from Birth through Age Eight.

The result of this study will be the development of a planning guide to be used as a companion document to this report, entitled *A Framework for Designing Comprehensive Early Childhood Development Programs.* The planning guide will first describe the desired outcomes of early childhood programs and services for children under age six. The components that

are needed to achieve these outcomes, including educational programs, social services, health and nutritional services, and child care, will be identified. The guide concludes with a section on how to use the framework for planning.

Another resource for Local Advisory Committees will be the Maryland Child Care Resource Center Network. The three regional Child Care Resource Centers that have been funded as a demonstration project in Prince George's County, Baltimore City, and Western Maryland can serve as a link between the Local Advisory Committees, the business community and child care providers. The inclusion of a representative of the Resource Center Network on the State Advisory Committee will encourage similar coordination at the state level.

Conclusion

The Council concludes its third year with the recognition that members of the education/child care community must not lose the momentum gained as a result of three years of collaborative efforts on behalf of children under six. The Council believes that Maryland can improve the lives of children and their families through the provision of quality programs and services.

We pledge our support to the Interagency Advisory Committee for Early Childhood Development and Education, as we continue to work together to make Maryland a better place for children and families.

APPENDIX A

SENATE BILL 258:

INTERAGENCY ADVISORY COMMITTEE FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION

CHAPTER 405

(Senate Bill 258)

AN ACT concerning

Education – Interagency Advisory Committee for Early Childhood Development and Education

FOR the purpose of establishing an Interagency Advisory Committee for Early Childhood Development and Education; requiring the committee to perform certain duties; providing for membership; providing for a chairman and for staff; requiring the committee to report to the Governor by a certain date; *providing for the termination of this Act;* and generally relating to the Interagency Advisory Committee for Early Childhood Development and Education.

BY adding to

Article – Education

Section 24–301 through 24–303, inclusive, to be under the new subtitle "Subtitle 3. Interagency Advisory Committee for Early Childhood Development and Education"

Annotated Code of Maryland

(1989 Replacement Volume and 1989 Supplement)

Preamble

WHEREAS, In 1989, in Maryland, 77 percent of children under the age of 12 (more than 585,000) had mothers who worked outside the home; and

WHEREAS, It is predicted by the United States Census Bureau that by 1990, 75 percent of children under the age of 6 in the United States will have mothers working outside the home; and

WHEREAS, About half of children under the age of 6 in Maryland in 1989 were receiving some type of child care or education services from the private and public sectors; and

WHEREAS, There is now increasing pressure on public and private agencies to expand programs for these children; now, therefore,

~~SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND, That the Governor shall direct the State Department of Education to establish:~~

~~(A) There is an Interagency Advisory Committee for Early Childhood Development and Education in the State Department of Education.~~

~~SECTION 2. AND BE IT FURTHER ENACTED, That the Interagency~~

~~(B) The Interagency Advisory Committee for Early Childhood Development and Education shall:~~

~~(1) promote and encourage early childhood education in the State;~~

~~(2) ensure that existing private and public child care delivery systems are taken into account in the development of public preschool programs;~~

~~(3) develop methods to evaluate and monitor preschool programs in order to ensure that preschool programs conform to developmentally appropriate early childhood education standards;~~

~~(4) recommend criteria and procedures for the distribution of early childhood development funds to the 24 local subdivisions;~~

~~(5) publish annual reports of data on education and child care programs and services collated from data collected by other private and public agencies;~~

~~(6) support the appointment by urge the chief executive officer of each local jurisdiction of in the State to appoint a new panel or designation of designate an existing committee as the Local Interagency Advisory Council;~~

~~(7) encourage planning for comprehensive services for children by each Local Interagency Advisory Council;~~

~~(8) provide technical assistance and support to local councils for comprehensive planning; and~~

~~(9) maintain communications with Maryland's Special Secretary for Children, Youth, and Families and with other child related committees.~~

~~SECTION 3. AND BE IT FURTHER ENACTED, That the Interagency~~

~~(C) The Interagency Advisory Committee for Early Childhood Development and Education be is composed of:~~

~~(1) a member of the House of Delegates, appointed by the Speaker of the House, and a member of the Senate of Maryland, appointed by the President of the Senate;~~

~~(2) a representative of the Department of Education, appointed by the State Superintendent of Schools;~~

~~(3) a representative of the Office for Children, Youth, and Families, appointed by the Special Secretary for Children, Youth, and Families;~~

~~(4) a representative of the Department of Health and Mental Hygiene, appointed by the Secretary of Health and Mental Hygiene;~~

~~(5) a representative of the Department of Human Resources, appointed by the Secretary of Human Resources;~~

~~(6) 2 parents, one of whom shall be employed outside the home; and~~

~~(7) a representative from each of the following:~~

~~(i) a private day care center;~~

~~(ii) a nursery school;~~

~~(iii) a Head Start program;~~

~~(iv) a family day care provider;~~

~~(v) the Infant and Toddler Program;~~

~~(vi) a public school teacher certificated in early childhood education;~~

~~(vii) a public school administrator working in early childhood education;~~

~~(viii) the business community;~~

~~(ix) local government;~~

~~(x) the State Child Care Resource Center;~~

~~(xi) a community college faculty member involved in the training of child care workers;~~

~~(x)~~ ~~(xii)~~ ~~a 4 year college or university faculty member working in early childhood education; and~~

~~(xi)~~ ~~(xiii)~~ ~~a group that advocates for day care services.~~

~~SECTION 4. AND BE IT FURTHER ENACTED, That:~~

~~(D)~~ ~~(1)~~ ~~the~~ The Governor ~~shall designate the Chairman of the Interagency Advisory Committee for Early Childhood Development and Education;~~ :

~~(2) the~~ The Interagency Advisory Committee for Early Childhood Development and Education ~~shall~~ report its findings and recommendations to the Governor by June 30 each year; ~~and~~ :

~~(3) the~~ The staff for the Committee ~~shall be provided by the Maryland State Department of Education.~~

~~SECTION 5. 2. AND BE IT FURTHER ENACTED, That this Act shall take effect July 1, 1990.~~

SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF MARYLAND, That the Laws of Maryland read as follows:

SUBTITLE 3. INTERAGENCY ADVISORY COMMITTEE FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION

24–301.

THERE IS AN INTERAGENCY ADVISORY COMMITTEE FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION IN THE STATE DEPARTMENT OF EDUCATION.

24–302.

(A) THE INTERAGENCY ADVISORY COMMITTEE FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION IS COMPOSED OF:

(1) A MEMBER OF THE HOUSE OF DELEGATES, APPOINTED BY THE SPEAKER OF THE HOUSE, AND A MEMBER OF THE SENATE OF MARYLAND, APPOINTED BY THE PRESIDENT OF THE SENATE;

(2) A REPRESENTATIVE OF THE DEPARTMENT OF EDUCATION, APPOINTED BY THE STATE SUPERINTENDENT OF SCHOOLS;

(3) A REPRESENTATIVE OF THE OFFICE FOR CHILDREN, YOUTH, AND FAMILIES APPOINTED BY THE SPECIAL SECRETARY FOR CHILDREN, YOUTH, AND FAMILIES;

(4) A REPRESENTATIVE OF THE DEPARTMENT OF HEALTH AND MENTAL HYGIENE, APPOINTED BY THE SECRETARY OF HEALTH AND MENTAL HYGIENE;

(5) A REPRESENTATIVE OF THE DEPARTMENT OF HUMAN RESOURCES, APPOINTED BY THE SECRETARY OF HUMAN RESOURCES;

(6) 2 PARENTS, ONE OF WHOM SHALL BE EMPLOYED OUTSIDE THE HOME; AND

(7) A REPRESENTATIVE FROM EACH OF THE FOLLOWING:

(I) A PRIVATE DAY CARE CENTER;

(II) A NURSERY SCHOOL;

(III) A HEAD START PROGRAM;

(IV) A FAMILY DAY CARE PROVIDER;

(V) THE INFANT AND TODDLER PROGRAM;

(VI) A PUBLIC SCHOOL TEACHER CERTIFICATED IN EARLY CHILDHOOD EDUCATION;

(VII) A PUBLIC SCHOOL ADMINISTRATOR WORKING IN EARLY CHILDHOOD EDUCATION;

(VIII) THE BUSINESS COMMUNITY;

(IX) LOCAL GOVERNMENT;

(X) A 4-YEAR COLLEGE OR UNIVERSITY FACULTY MEMBER WORKING IN EARLY CHILDHOOD EDUCATION;

(XI) A GROUP THAT ADVOCATES FOR DAY CARE SERVICES;

(XII) THE STATE CHILD CARE RESOURCE CENTER; AND

(XIII) A COMMUNITY COLLEGE FACULTY MEMBER INVOLVED IN THE TRAINING OF CHILD CARE WORKERS.

(B) THE GOVERNOR SHALL DESIGNATE THE CHAIRMAN OF THE INTERAGENCY ADVISORY COMMITTEE FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION.

24-303.

(A) THE INTERAGENCY ADVISORY COMMITTEE FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION SHALL:

(1) PROMOTE AND ENCOURAGE EARLY CHILDHOOD EDUCATION IN THE STATE;

(2) ENSURE THAT EXISTING PRIVATE AND PUBLIC CHILD CARE DELIVERY SYSTEMS ARE TAKEN INTO ACCOUNT IN THE DEVELOPMENT OF PUBLIC PRESCHOOL PROGRAMS;

(3) DEVELOP METHODS TO EVALUATE AND MONITOR PRESCHOOL PROGRAMS IN ORDER TO ENSURE THAT PRESCHOOL PROGRAMS CONFORM TO DEVELOPMENTALLY APPROPRIATE EARLY CHILDHOOD EDUCATION STANDARDS;

(4) RECOMMEND CRITERIA AND PROCEDURES FOR THE DISTRIBUTION OF EARLY CHILDHOOD DEVELOPMENT FUNDS TO THE 24 LOCAL SUBDIVISIONS;

(5) PUBLISH ANNUAL REPORTS OF DATA ON EDUCATION AND CHILD CARE PROGRAMS AND SERVICES COLLATED FROM DATA COLLECTED BY OTHER PRIVATE AND PUBLIC AGENCIES;

(6) URGE THE CHIEF EXECUTIVE OFFICER OF EACH LOCAL JURISDICTION IN THE STATE TO APPOINT A NEW PANEL OR DESIGNATE AN EXISTING COMMITTEE AS THE LOCAL INTERAGENCY ADVISORY COUNCIL;

(7) ENCOURAGE PLANNING FOR COMPREHENSIVE SERVICES FOR CHILDREN BY EACH LOCAL INTERAGENCY ADVISORY COUNCIL;

(8) PROVIDE TECHNICAL ASSISTANCE AND SUPPORT TO LOCAL COUNCILS FOR COMPREHENSIVE PLANNING; AND

(9) MAINTAIN COMMUNICATIONS WITH THE SPECIAL SECRETARY FOR CHILDREN, YOUTH, AND FAMILIES AND WITH OTHER CHILD RELATED COMMITTEES.

(B) THE INTERAGENCY ADVISORY COMMITTEE FOR EARLY CHILDHOOD DEVELOPMENT AND EDUCATION SHALL REPORT ITS FINDINGS AND RECOMMENDATIONS TO THE GOVERNOR BY JUNE 30 EACH YEAR.

(C) THE STAFF FOR THE COMMITTEE SHALL BE PROVIDED BY THE MARYLAND STATE DEPARTMENT OF EDUCATION.

SECTION 2. AND BE IT FURTHER ENACTED, That this Act shall take effect July 1, 1990. It shall remain effective for a period of 3 years, and at the end of June 30, 1993, and with no further action required by the General Assembly, this Act shall be abrogated and of no further force and effect.

Approved May 2, 1990.

APPENDIX B

PROGRAMS AND SERVICES FOR CHILDREN

Public School Prekindergarten (Extended Elementary Education Program)
The Extended Elementary Education Program provides public prekindergarten education for four-year-old children. The program makes prekindergarten available to all four-year-olds who reside in the attendance area of a Chapter I-eligible school, whose parents voluntarily enroll them in the program.

Kindergarten
Kindergarten, regularly two and a half hours in length, attempts to give young children experiences that are appropriate to their state of development. Emphasis is placed on the acceptance of every child as an important individual and encourages the student to develop to his or her fullest potential.

Special Education Program
Maryland has a statutory mandate to serve handicapped children birth through the age of 20. This mandate includes infants, toddlers, and preschoolers. Services are designed to meet the individual needs of the child.

Migrant Day Care Programs
The Summer Migrant Day Care Programs operate in three counties. The programs are cooperatively funded using Migrant Education monies and Department of Human Resources social services grants. Services are provided for migrant children from the age of six weeks up to three years. Instructional emphasis is on developmental activities and infant stimulation.

Nonpublic Nursery Schools
The State Board of Education issues a certificate of approval to nonpublic nursery schools and kindergartens except those that choose to operate under the exemption for "bona fide church organizations."

Project Head Start
Project Head Start was initiated in 1965 to provide low-income children with a comprehensive developmental intervention program involving both parents and the community. The program is designed to focus not only on cognitive development but on the child's social, emotional, and physical well-being as well.

Day Care
A service for families provided on behalf of children and their parents designed to supplement daily parental care when parents are working, in education and training programs, or otherwise unable to care for their children. Comprehensive child care is available year-round, full-day (7 a.m. to 6 p.m.). The generic types of child care available are:

- *Group child care centers*
  Child care services provided for groups of children usually in facilities that are not residential. Care is usually provided for a major part of the day.

- *Family day care*
  Child care services for eight or fewer children provided in the care giver's home. Care givers may be relatives, friends, or others. Care is commonly provided for 8 to 10 hours per day.

- *Small group center*
  Child care for up to 12 children is provided in the care giver's home.

- *In-home care*
  Unlicensed care provided in children's own home by relatives, other primary care givers, or by family employees for a major portion of the day.

- *School-age child care*
  Programs that provide care for school-age children before and/or after regular school hours or when schools are not operating.

- *Camps*
  Summer programs attended by children who either return home each day or sleep at residential camps.

APPENDIX C

DESCRIPTION OF STANDARDS FOR IMPLEMENTING QUALTIY PREKINDERGARTEN EDUCATION

SUMMARY DESCRIPTION

The **STANDARDS FOR IMPLEMENTING QUALITY PREKINDERGARTEN EDUCATION** are intended to ensure excellence in Maryland's public school prekindergarten programs. The document delineates standards of quality and provides a list of indicators that concretely describe what a program will look like if the standards are being met. The standards and indicators address seven areas, all of which have been shown to contribute to quality in programs for young children. These areas are:

- Program administration
- Prekindergarten program operation
- Home-School cooperation
- Staff development
- Continuity of learning
- Program accountability
- Comprehensive programming

The prekindergarten standards were developed by the Maryland State Department of Education with assistance from early childhood educators in local school systems, colleges, universities, and agencies throughout the state. The initial list was developed using information gleaned from on-site visits to prekindergartens in local schools and from a thorough review of the literature on the elements of effective early childhood programs. During the 1984-85 school year, the initial list was field-tested in 20 schools and then revised.

Three subsequent revisions had two sources of influence. The first was feedback from local school systems, college, and advocacy groups throughout the state. The second was the use of the standards, along with criteria developed by the National Association for the Education of Young Children, in piloting a prekindergarten certification-accreditation project.

The second revised set of standards was agreed upon by two independent committees that met in the summer of 1986. During the 1986-87 school year, the working copy was used by ten local schools as a vehicle for self-appraisal. In the spring of 1987 and 1989, the working copies were again revised in order to ensure that the indicators for the standards were concrete, specific, and clearly stated.

The final set of standards represents statewide consensus on what constitutes quality in public school prekindergarten programs. Its practical use as an instrument for program assessment and improvement has been demonstrated. Professionals can use the standards in the following ways:

1. By prekindergarten teachers, principals, and supervisors as a compendium of appropriate practices for working with young children and their families.

2. By local schools as a tool for self-study and appraisal.

3. By local education agencies as a guide for:

   - developing new programs
   - assessing the strengths and weaknesses of existing programs
   - identifying and recognizing programs that meet standards of quality

4. By the Maryland State Department of Education as a means for:

   - identifying promising practices in the implementation of quality public school prekindergarten programs
   - validating and recognizing excellence in the operation of public prekindergarten programs across the state.

APPENDIX D

LEGISLATIVE REVIEW — 1990
EARLY CHILDHOOD DEVELOPMENT

Office for Children, Youth and Families

Senate Bill 389/House Bill 542 reorganizes the Office for Children and Youth and changes the name to the Office for Children, Youth, and Families. The bill designates a Special Secretary and authorizes that she or he develop and monitor budget priorities for children, youth and family services. The Special Secretary is also authorized to enact a comprehensive, coordinated interagency approach to services for at-risk children and families that emphasizes prevention, early intervention, and community-based services. The bill requires that agencies that serve at-risk children share information about the children they serve. In addition, the legislation transfers the State Coordinating Council for Residential Placement of Handicapped Children, the Infant and Toddler Program and the Governor's Council on Adolescent Pregnancy to the Office of Children, Youth, and Families.

Child Health and Welfare

Senate Bill 388/House Bill 498 expands participation in the Maryland Medical Assistance Program to provide comprehensive medical and other health care for all children ages one through five years whose family income falls below 133 percent of the poverty level, as required by federal law. The bill allows the State to provide comprehensive medical and other health care for children ages six through seven years whose family income falls below 100 percent of the poverty level.

Liability Insurance

House Bill 415 requires the workgroup of the Interagency Child Care Council to review the availability and affordability of liability insurance for child care centers and report their findings to the Insurance Commission and General Assembly by December 31, 1991.

Child Abuse

Senate Bill 421 allows the courts to impose a sentence on an individual convicted of child abuse separate and consecutive to a sentence imposed on the individual for any other offense that is imposed concurrently.

Senate Bill 636 requires the Department of Health and Mental Hygiene to reimburse hospitals for the examination, and medical and psychological treatment of a victim of alleged child sexual abuse. The bill gives immunity for civil liability to a physician who examines a child without parental consent, to the hospital they are affiliated with, and to other employees of the hospital.

Family Day Care Providers

Governor Schaefer vetoed Senate Bill 738/House Bill 1140 that amended the Day Care Direct Loan Fund to enable it to make grants up to $500 to family day care providers or prospective providers to assist them in meeting regulations. Providers would have to provide care for at least one year and take an infant, school-age child, child with special needs, or a child subsidized by the "purchase of care" program. However, the governor directed the Department of Housing and Community Development to allocate $50,000 of unrestricted funds to finance a pilot family day care grant program modeled after the legislation.